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ABSTRACT

An analysis is provided of the internal and external pressures which affect the community college curriculum. Following introductory comments, chapter I traces the history of the contemporary community college and the changes that its curriculum has undergone. Chapter II provides an overview of four philosophical influences on education: perennialism, experimentalism, essentialism, and reconstructionalism. Factors affecting curricular design are addressed in chapter III, including external influences, student services issues, the decision-making model in place at the college, the role of minority and foreign students, and community college financing. In chapter IV, issues that will affect the community colleges and their curricula in the future are discussed. (AYC)

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THE EVOLVING ROLE OF CURRICULUM IN COMMUNITY COLLEGES PAST, PRESENT, AND FUTURE PERSPECTIVES

by

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TABLE OF CONTENTS

INTRODUCTION..... 1

Chapter

I. HISTORY OF CURRICULUM IN THE CONTEMPORARY COMMUNITY COLLEGE..... 3

II. PHILOSOPHIC AND SOCIAL IMPLICATIONS OF EDUCATION.....16

III. FACTORS IMPACTING DESIGN OF CURRICULUM.....23

IV. THE FUTURE.....43

SELECTED BIBLIOGRAPHY.....55

INTRODUCTION

To many professional educators, the most interesting place in education today is the community college. As the newest and least understood component of America's educational structure, community colleges are coming under increasingly strident attacks from a growing cadre of critics. Among the most vituperative criticism involves the so called Truth In Advertising issue, in which colleges guarantee a high quality higher education experience, while offering little more than a replay of high school curriculum, particularly in the liberal arts areas.

At this juncture in its history, community colleges once again appear to be entering a new phase in its development, as the country races towards a new post-industrial age. At the core of the issue facing contemporary community colleges is what type of curriculum to offer in the future. Gone are the days of the middle ages, however, when instructors and students could decide among themselves what type of curriculum model should be adopted. With growing calls for accountibility and a seemingly inexhaustible supply of interest groups, curriculum development can no longer take place inside a vacumm.

It is the purpose of this paper, therefore, to examine both the internal and external pressures which affect curriculum. As each of the topics has served as the basis for volumes of work, no attempt will be made here to examine in great detail any of the numerous topics presented. Rather a brief perspective will be offered on

the many issues confronting administrators, faculty, and policy makers.

Finally, I will offer some personal reflections, and recommendations, as community colleges begin to prepare and adapt to a quickly changing society. Although community colleges are more flexible and adaptable than four year institutions, they do not yet enjoy similar levels of prestige from society in general or from the educational establishment. How successfully current challenges are met in the next decade will determine whether such parity will ever be achieved.

CHAPTER I

HISTORY OF CURRICULUM IN THE CONTEMPORARY COMMUNITY COLLEGE

As community colleges have become an integral component of our nation's educational system, it is apparant that the original mission, concepts and objectives of the community college be re-examined, both by internal and external evaluators. With the continuing decline of traditional college age students (18-22), community colleges have invested heavily in recent years into such areas as adult, remedial, and community education programs. Recently, many states have expended millions of dollars into job retraining efforts.

Critics of the community colleges claim that the resources and original purpose of the community college has been so greatly diluted that even those who work in community college environments are often at a loss to explain institutional priorities. In the mad rush to be all things to all people, it is argued, community colleges have far too quickly embraced the latest national fad, be it multi-million dollar robotics laboratories or enormous investments into computer software and hardware.

In order to place the debate in some perspective, it is imperative that the history and rationale of community colleges be looked at with some clarity. The most vital part of any educational system is most naturally the curriculum. Once identified, all other

college operations and responsibilities should in theory at least be formulated so as to support and not conflict with publicly stated curriculum policy. In addressing the issue of the evalution of community college curriculum, several general themes must be identified. First the American Community College was created in the image of the public school system and not as many believe in the image of the four year university. What is implied by the origins of the Junior College, therefore, are three traditions which are still prevalent today. First, the community college is dedicated to universal free public education for all people, with no distinctions or reservations. Secondly, community colleges are predicated on local and community control. Finally, inherent in the community college philosophy is the belief in a relevant curriculum constructed in such a fashion so as to benefit the individual, community and the nation. [1]

With these themes in mind, it is appropriate to briefly trace the conceptual evolution of the community college. Since the creation of the first community college in 1901, roughly eleven hundred colleges have come into existence. This sensational growth is attributable to the following factors. Along with the influence of the public elementary and secondary schools, the influence of the

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[1] Charles A. Monroe, Profile of the Community College (San Francisco: Jossey-Bass Pub., 1976), p. 1.

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late nineteenth century German university model also helped in the creation of the community college. Advocates of this model believed that the traditional university should serve only the intellectualy elite and those who had previously exhibited proficiency in scholarly endeavors. Those students, therefore, who might be interested in a more general type of education should go elsewhere. Henry P. Tappan, University of Michigan President 1825, 1863, advocated that the first two years of college work be done at the secondary school. Tappan's position was that the secondary schools could do an effective job of sorting out the less mature and less academically qualified students. [2] At the University of Chicago in 1892, President William Rainey Harper convinced the Board of Trustees to create a lower division which was called the academic college, and was designd specifically for beginning students. In 1896, the lower division became known as the Junior college. In 1902, Harper cited additional benefits of the new creation.

- It would attract students who otherwise might not attend college at all.
- Professional schools could raise their standards.
- Struggling four year schools could change and prosper as junior colleges.
- Junior colleges could serve as a positive and progressive model for high schools and high school students.

In addition, Harper suggested that junior colleges could be constructed in any one of three different modes. First, weak four year colleges could

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[2] Ibid. p. 6, 7.

scale down their operations and become Junior colleges. A second possibility was that two years of work could be added to existing high school curriculums. Finally, Harper suggested that the new Junior colleges could serve as feeders to the universities as they dropped lower division responsibilities. [3]

L. Steven Zwerling in a cynical appraisal of current community colleges states that the true purpose of many of the early Junior colleges, such as the one in Fresno California in 1918, had hidden agendas which made a mockery of publicly stated missions. Zwerling claims that the true purpose of the Fresno experience and others had nothing to do with extending higher education opportunities to the masses. Rather it is asserted that the true purpose was to provide a dumping ground for vocational students which universities did not want to deal with. [4]

One author refers to the years 1920-1945 as the second great period of growth for community colleges. The reason, of course, is that during these years vocational programs became an integral part of most community college curriculums. It was the depression, however, that most contributed to the tremendous growth in community colleges. The number of colleges increased from 403 in 1929 to 584 in 1945.

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[3] Ibid., p. 9.

[4] L. Steven Zwerling, Second Best - The Crisis of the Community College (New York: McGraw-Hill, 1976), p. 49.

By 1961 678 colleges were in existence, and by 1970 over 1,000 schools were in operation, 850 of which were public.[5] The reasons for the post-war growth can best be explained by the demand by high school graduates for a college education, the demand of the business community that technically trained students were needed to fill the expanding job market, and the ability and willingness of many communities to invest tax dollars in educational institutions.[6]

The historical development of the community college can best be summarized by looking at four different periods thoughout its evolution. These phases are:

-Formation and evaluation of the Junior college	1850-1920
-Expansion of occupational programs	1920-1945
-Community college concept	1945-1965
-Period of consolidation[7]	1965-present

As previously mentioned, it was William Rainey Harper who was the first educator to set forth in any detail, plans for a total reorganization of American secondary public education.

The most germane components of his 1892 plans were, in summary,

-The connecting work of the eighth grade of elementary school be accomplished with a new secondary school (the Junior High school).

-The extension of the work of secondary schools to include the first two years of college; i.e. the Junior college.

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[5]Monroe, Profile of the Community College, p. 13.

[6]Ibid., p. 13.

[7]James W. Thornton, Jr., The Community Junior College (New York: John Wiley & Sons, Inc., 1972), p. 47-58.

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-The reduction of the number of years of schooling from seven years to six.

-Making it possible for the best students to complete this work in five years.

As a result of this format, the first degree granted by a junior college took place in 1900 at the University of Chicago. In 1915, however, the Association of Colleges and Secondary schools of the Southern States fearing their loss of autonomy, prohibited the granting of degrees by accredited junior colleges. For the next several years organizational, regional and philosophic differences combined to usher in a period of atrophy and confusion. In general, however, community colleges grew rapidly until 1921. There were, in that year, 207 colleges: 70 public and 137 private schools. The attitudes of these junior college administrators it should be noted was that these institutions were not secondary, but collegiate schools. It was a perception not always agreed with by fellow educators.

With the passage of various federal vocational acts during World War I, junior colleges anxious to receive grant money quickly adjusted their mission to accommodate the new market. In 1925 the American Association of Junior Colleges stated,

> The Junior College is an institution offering two years of strictly collegiate grade. The curriculum may include those courses usually offered in the first two years of the four year college, in which case these courses must be identical in scope and thoroughness, with corresponding courses at the standard four year college. The Junior college may, and is likely to develop a different type of curriculum suited to the larger and ever-changing civic, social, religious and vocational needs of the entire community in which the college is located. It is understood that in this case also the work offered shall be on a level appropriate for high school graduates.[8]

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[8] Ibid., p. 47-50.

The reasons why occupational education impacted community colleges at this time was due to several factors. Most important was that those State vocational agencies established under the Smith-Hughes Act, felt that vocational programs would prove most effective in those states that considered public junior colleges to be part of secondary education.[9] Another obvious influence was the wide spread unemployment prevalent in the nation during the years 1929-1937.

Finally, the Vocational Act of 1963 recognized the Junior colleges by removing the restriction that only curriculums of less than university status be permitted. Such restrictions had appeared in earlier federal vocational legislation. Thus, the junior college began its foray into areas that were neither secondary, nor higher education in nature. New purposes, new identities, and new objectives, therefore, had to be formulated.[10]

With the addition of college level curriculums, the junior colleges entered a new phase. Before long, however, the junior college was to enter into still a third stage in its meteroric rise. At the beginning of World War II, junior colleges began experiencing a serious decline in full-time, day enrollment. With the growing national emphasis on training for defense work, junior colleges began to engage in part-time community education as a temporary measure. Proving so popular, the colleges continued community oriented programs even after the war ended. The first issue of the Junior College Journal,

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[9] Ibid., p. 50-52.

[10] Ibid., p. 54-55.

published in 1930, set forth what was to become the standard definition for community college objectives as it entered this new arena.

> A fully organized Junior College aims to meet the needs of a community in which it is located, including preparation for institutions of higher learning, liberal arts education for those who are not going beyond graduation from the Junior College, vocational training for particular occupations usually designated as semi-professional vocations, and short courses for adults with special interests. [11]

It appears inevitable that with all of the changes in mission, community college personnel, as well as the public at large, failed to have a clear and concise vision of what the community college was designed to accomplish as conflicting signals emerged. Occupational education was stressed in college literature while three-forths of the students stated they were interested in the transfer function of the college. Only in very recent years, however, community colleges have recognized that the being all things to all people approach was counter productive and required some serious rethinking and streamlining. In addition, traditional institutions have finally recognized that community colleges can play an integral and vital role in society once their mission is synthesized. Evidence of this is and has been the Federal, State and County governments allocation of funds for such purposes as buildings, technical education and staff development. With the Vocational Education Act of 1963, new sources of revenue became available for community colleges. In addition,

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[11] Ibid., p. 55.

the transfer function of community colleges has achieved increased status in the decades following 1965. Numerous states have limited admission to public four year institutions, thereby opening the doors of community colleges to many students. Finally, both faculty and administrative positions have significantly raised their requirements to such an extent that, in many cases, community college personnel earn more than their university colleagues. [12]

Any discussion of community colleges must at least acknowledge in a cursory way the American Association of Junior Colleges, which speaks for and represents all community colleges in the country. Stated simply the association lists eight objectives:

1. To make additional, substantial efforts to raise the level of administrative competence in community college education.

2. To assist in establishment of strong community college teacher preparation programs, in-service workshops and institutes to stimulate and to find ways of inviting promising people to the field of community college teaching.

3. To stimulate and assist community colleges to develop comprehensive curricula where appropriate, with special attention to technical education and community services.

4. To clarify and promote public understanding of the functions of community colleges.

5. To assist the states in developing sound and orderly systems of community colleges to serve the major part of the population in each state, and to provide at the national and state levels adequate information regarding the appropriate services of community colleges so that legislation involving these institutions will be realistic and constructive.

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[12] Ibid., p. 57-58.

6. To promote more effective relationships between community colleges and high schools on the one hand and senior colleges and universities on the other.

7. To assist in strengthening state and regional organizations of community colleges and to encourage a closer relationship between their activities and those at the national level.

8. To adopt measures to promote greatly improved student personnel services with particular regard to counseling and guidance. 13

There is no need here to go into any greater detail regarding the Association. Suffice to say that the group formed in 1920 has established credibility, both in and out of education, as a responsible spokesman for the community college experience.

Unfortunately, recent years have witnessed a drastic decline in emphasis for the liberal arts in community colleges as well as all other types of educational institutions. In a new book entitled, A New Case For The Liberal Arts, the authors advocate a return to a strong liberal arts curriculum. The authors present the results of numerous cross sectional and longitudinal studies of student performance at liberal arts colleges compared with schools with a technical or vocational emphasis. Their data illustrates in many forms, the stronger performance of liberal arts students. The conclusion reached is that in areas such as citizenship and political leadership those with a strong liberal arts background will outshine their vocationaly-oriented colleagues. The authors state that the

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[13] Ibid., p. 38-39.

fullest flowering of liberal education in the United States took place between the two World Wars. The precursors mentioned include Cecil Rhodes, who some twenty years prior to World War I founded a scholarship to bring to Oxford those young American men, "who have shown the instincts to lead, so that they would esteem the performance of public duties as their highest aim." [14]

In defining the liberal arts, the authors utilize two criteria. First, a liberal education emphasizes broad abstractions and basic principles usually cutting across several disciplines. Secondly, such curriculum, as designed by Hutchins at Chicago and Conant at Harvard, were consciously intended not to prepare students for specific careers or even for graduate school. Only in recent years, with a depressed economy, has college been viewed as almost solely a job training experience. [15] Finally, the authors note the following reasons for the almost vitriolic attack on the liberal arts during the 1960's and the 1970's.

- The Vietnam war was the culmination of policies adopted by the best and the brightest, all of whom were liberally educated at the best universities.
- Many social critics believed that universities perpetuated the selfish interest of the dominant ruling groups.

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[14] David G. Winter, A New Case For The Liberal Arts (San Francisco: Jossey Bass, 1981), p. 3.

[15] Ibid., p. 50.

- Demographic trends and economic depression dictatated that liberal arts graduates could not find jobs. 16

In an article entitled Are Liberal Arts Graduates Good For Anything, John L. Manschaur states that educators waste valuable time and energy by constantly confronting the issue of whether or not a liberal education is of any merit. The issue that should be addressed according to Manschaur is "What is the nature of work and what does it take to do it." [17]

By engaging into such an inquiry, the author asserts educators would be encouraged to enter into a dialogue regarding the true purpose of education, the definition of career objectives, and hopefully the ultimate revelation that in essence only two types of careers exist. These can be described as professions and jobs, with each having its own unique type of educational preparation. In a profession, school learned knowledge is applied to work. For example, a doctor has a profession as do lawyers, accountants and barbers. In contrast to professions, the author asserts that jobs include a wide range of activities from ditch diggers to presidents. The definition of a job according to Manschaur is an occupation where no formal school training is offered. Manschaur writes "when the president steps up to his job and does it, what he brings to the job is something more than the ditch digger brings to his. The most important of these

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[16] Ibid., p. 50.

[17] John L. Manschaur, "Are Liberal Arts Graduates Good For Anything." The Chronicle of Higher Education Volume XXII, Number 3 (January 5, 1980), 15.

is his inherited mental capacity, something his parents gave him in a joyous moment quite unmindful of its significance to the future of his country. Later, possibly realizing the potential of their creation, they provided him with an appropriate environment. Then came his education and finally, life's experience. The sum total of these factors made him what he is, and no vocational course in presidenting can patch together a good candidate if the stuff isn't in him."[18]

Responding to the recent tendency of higher education to create new course offerings of a non-traditional nature, Martin Peretz of the New Republic looks back fondly to the basic humanity course his generation was required to take. Peretz views these courses as being broad, general and universal in scope, whereas such contemporary offerings as Black History, or Women's History consist of courses of little long term value, with limited historical perspective.[19] Responding to Peretz, Elissa Golfand writes in defense of recent curriculum reform:

> Until college curriculum unmasks the truly partial, and often distorted, perspectives underlying the traditional notions of Western history, literary classics, and intellectual tradition, they will continue to present an inaccurate, monolithic, and uncritical picture of human experience, and that is the greatest intellectual disservice of all.[20]

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[18] Ibid., p. 15.

[19] New Republic Magazine, October 4, 1982, p. 32.

[20] New Republic Magazine, October 25, 1982, p. 4.

CHAPTER II

PHILOSOPHIC AND SOCIAL IMPLICATIONS OF EDUCATION

The dispute between Peretz and Gelfand illustrates a strong philosophical disagreement regarding the true mission of education in a free society. When often dogmatic academicians gather to discuss curriculum objectives, it generally results into a free for all with only a token attempt to reach a consensus.

While educators often resent having their philosophies categorized, most can accurately be placed in one of the following philosophical camps the first group to be examined will be the Perennialists. This philosophy believes that truth is the same everywhere, and that education, therefore, should also be conducted in the same fashion everywhere. The true purpose of education to this group is to improve mankind, with the only concern of educators being what is good for the student to know, regardless of what the student may profess an interest in. While the Perennialist admits that we are living in difficult times, their response would be to ignore our present situation and concentrate our energies only with the experiental world. [21]

The Perennialist then would most certainly scorn recent educational strategies such as Behavior Modification and Operent Conditioning in favor of traditional pedagogic exercises. Their conception of

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[21] Charles A. Tesconi, Jr., Schooling in America A Social, Philosophical Perspective (Boston, Mass.: Houghton Mifflin Co., 1975), p. 56-58.

education relates to both the acquisition of knowledge, and the development of abstract reasoning through the utilization of logic. Only a mind which can transcend direct experience and engage in intellectual discipline can be enlightened. Any attempt to manipulate people to adapt to prevailing social norms and attitudes, Perennialists believe, may obtain some short term benefit, but is necessarily doomed to ultimate failure. [22]

Essentialism is a philosophy which strives to permit people to live by accepted norms and traditions in a world that is becoming more and more secular, fragmented and technological. The emphasis then, is to conserve the past through formal education. Specifically, Essentialists believe the following tenets:

-American education ignors the acquisition of funded knowledge.

-By forsaking touch academic standards and attempting to locate the curriculum in the present, schools have become cafeteria like attempting to be all things to all people.

-The United States does not match up well with less developed countries.

-Open classrooms are not as effective as a rigid, systematic environment.

-Curricula should not be utilized to promote social equality and democracy.

-Natural sciences are more important than Social studies.

-Students are too often promoted unjustifiably, resulting in an over inflated self-concept.

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[22] Ibid., p. 59-61.

-Schools have disparaged systematic and sequential learning, and caused relationships relationships between academic disciplines.

-Schools no longer promote basic American values such as free enterprise and self direction.

-Traditional norms for morality are ignored in the schools.

Essentialists then believe that American schools should serve as a vehicle to promote traditional American values. In 1938 William Bagley wrote what was to become the Essentialist Manifesto,

> Struggle and competition, selection and rejection, have often been cruel, but in both biological and social evolution they have been primary factors of progress. In societies that have lifted themselves above the plane of the brute and the savage, a most powerful steadying and civilizing force has been the ideal of personal economic responsibility for one's own survival and for one's old age and the care of one's dependents.[23]

The third of the four philosophies is Experimentalism, whose primary theorist is John Dewey. Stated succinctly, the Experimentalist believes that reality is to be found in the human experiences. Education and curriculum they stress, should serve as a process to help citizens confront the problems of its time.[24] The impartial question to the Experimentalist is what should the relationship be between education and the society in which it exists. The main purpose of education to the followers of Dewey is to "develop critically minded individuals who are capable of seeking and finding creative answers to the problems they face in society."[25]

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[23]Ibid., p. 67.

[24]Ibid., p. 75.

[25]Ibid., p. 81.

It is largely through the teachings of Dewey that our present educational system is structured. Community colleges, even today, closely resemble the Dewey model.

The final philosophy to be addressed is Reconstructionism. This approach calls upon faculty to intentionally use their positions to influence the beliefs, attitudes, and perceptions of their students. The goal of this activity must always be radical social reform.[26] Regarding implications for curriculum design, Reconstructionists believe that courses must be derived from the total culture, and that the hierarchy of revolution be introduced and continually reinforced. Two premises serve as the foundation for this theory. First, over the last four decades, we have constantly been in a state of crisis. Secondly, formal education should play a creative role in shaping the future of the country.

While obvious similarities exist between Reconstructionism and Expermentalism, it should be emphasized that the final goal of Reconstructionism is a commitment to a new yet to be determined social order, while the goal of Experimentalismis the cultivation of the mind. The following chart will serve to further clarify the differences between the four philosophies of education.

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[26]Ibid., p. 84.

PERENNIALISM

Transcendent reality

ESSENTIALISM

Tradition and classical liberalism

EXPERIMENTALISM

Scientific method
mind as process
and secular liberalism

RECONSTRUCTIONISM

Scientific method and utopian ideal

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Although the previously discussed philosophies are predicated upon complex theories, even a superficial familiarity with each of their principles indicates why curriculum development has become such a controversial subject in recent years.

On scholar states, however, that regardless of one's philosophical proclivity, any good curriculum should contain the following four elements:

-subject matter accumulated from the knowledge of the past;

-skill learning activities such as those needed in mathematics, language, and technical courses;

-the attitudes or emotional predispositions deemed valuable for a host of experiences;

-a set of values which the decision makers of a given society believe are necessary for the survival of that society. 28

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[27] Ibid., p. 90-91.

[28] Monroe, Profile of the Community College, p. 46.

Another continuing source of controversy is to what extent curriculum development is the responsibility of the instructional versus the administrative staff. One scholar's opinion is that while administrators should certainly be consulted, the faculty should possess paramount responsibility for developing effective curriculum. This assertion the author insists is only valid if faculty meets the following criteria. First, the qualitative instructor must possess a strong knowledge of general student characteristics as well as of how students learn most effectively. Second, the faculty member must have a strong sense of mastery over the subject matter he or she is teaching. Finally, the instructor must have a strong sense of what type of instructional delivery system is most appropriate for a particular situation. The author states, "obviously the excellent instructor will consult many sources as a basis for keeping his knowledge in the three fields in a practical state. Prominent among these sources will be the students themselves, for as customers of the educational institutions, students are a valuable source of information and suggestions helpful in making the best judgements in curriculum development." [29]

Given the many non-teaching responsibilities of current community college faculty, it may be asking too much to expect them to fulfill these three goals. However, any effective curriculum must be consistent with objectives at the following levels. Coursework must not conflict

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[29] James W. Reynolds, The Comprehensive Junior College Curriculum (Berkeley, California: McCutchan Publishing Corp., 1969), p. 119.

with the publically stated purpose and mission of the institution. Secondly, curriculum shall be in concert with the departmental objectives, and third, curriculum must present a cohesive and logical framework for both the instructor and students to successfully obtain their individual as well as corporate expectations. Finally, no successful curriculum can be maintained without an effective method of evaluation to determine to what extent objectives have been met. While any one of numerous evaluation designs are suitable, it is absolutely mandatory that whatever evaluation design is utilized it enjoys departmental, and institutional and public credibility. [30]

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[30] Ibid., p. 139-140.

CHAPTER III

FACTORS IMPACTING DESIGN OF CURRICULUM

While educators often engage in the delusion that their decisions are based solely on educational merits, realism dictates that those involved with curriculum development be cognizant of both the internal and external factors impacting upon their decision making process. The internal factors affecting this dynamic can be classified in the affective domain, and include such considerations as interests, appreciations, prejudices and personal ambitions. External influences can be summarized by simply listing the most common sources of conflict.

-Competition between instructional staff

-Administrative-Instructor relationships; i.e. hidden agendas

-Accredition expectations

-Institutional self image

-Competition for institutional resources between departments

-Requirements enacted by State legislators [31]

As community colleges enter the post-industrial age, it is apparent that historical imperitives regarding curriculum be altered so as to provide students with both professional skills, as well as abilities to solve problems, and comprehend the fast changing society in which we all live.

Of particular interest to me is my professional concerns in both continuing adult education, and the liberal arts. Addressing this issue, one writer questions the recent trend of community colleges

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[31] Ibid., p. 141-158.

in their attempts to retrain adults with job skills, while ignoring the liberal arts. Millions of Americans who completed their undergraduate education since World War II could most certainly profit from at least a generalized immersion into the world of the liberal arts. Most of these people received only scant exposure to the liberal arts when they were in college, as general education courses were in disrepute at the time. They came away from their college experience with little ability to integrate either human history or their own personal histories. Undergraduates of the late 1960's and early 1970's involved themselves in challenging all kinds of authority, including academic authority. The curriculum during those years reflected a smorgasbord approach that encouraged students to try a little bit of everything. L. Steven Zwerling writes,

> People who took such courses as "The Contemporary American Novel" or "Nineteenth Century Women Writers" usually never had a literature course that surveyed historical periods or literary criticism and are unlikely to have either the chronological framework or the analytical skills to make sense of what they experience during their undergraduate years.[32]

Relating this specifically to factors affecting curriculum, it seems apparent that those favoring a liberal arts curriculum have lost (at least temporarily) the political fight to gain favor of the decision makers. More than one writer has placed this failure squarely on the shoulders of liberal arts professors, who were too proud to engage in what they considered pedestrian, demeaning marketing efforts

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[32]L. Steven Zwerling, "A New Mission for Continuing Education: Teaching The Skills of the Liberal Arts," The Chronicle of Higher Education 28 (March 28, 1984): 80.

within their institutions. Obviously, vocational staff and computer salesmen have no such restrictions.

Most continuing education courses in the liberal arts do not sufficiently meet the needs of contemporary adults. Each course generally exists in a vacuum with no sense of integration with related courses. It is a rare occurance indeed when students enrolling for the fall term have any idea about what will be offered in spring. Hence, a student taking History 151, may have to wait several quarters to take History 152. It is time that continuing education be thought of as a serious curriculum and not just a series of isolated courses. [33]

One of the most important, yet misunderstood functions of community colleges, is its transfer function. Accurate data on those community college students who transfer is not readily available because follow-up studies are not uniform. Various studies address various issues, such as those who complete a minimum number of units, transfers to public versus private four-year schools and so forth. What can be stated, however, is that in general less than five per cent of the total community college enrollment transfer to a four-year school during any academic year.

Corroborating data shows that since the mid 1970's more students have transferred to universities from career education programs rather than from college preparatory curriculums. In addition, available data shows that most community college students are part time, taking

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[33] Ibid., p. 80.

one or two courses either for personal interest or career advancement, with no thought of obtaining a bachelor's degree. [34]

This is not to say, however, that the transfer function is not important. Arthur Cohen writes,

> The most pervasive and long lived issue in community colleges is the extent to which their courses are accepted by the universities, articulative agreements, inter-institutional standing committees, and policy statements that date from the earliest years of the community colleges to the most recent all attest to the importance of transferability.

Cohen continues by stating that in spite of all of the rhetoric from community college personnel about their autonomous curriculum, they have generally permitted and encouraged universities to dictate their curriculum. [35]

Educators concerned with articulation also must consider reverse transfers, or students moving from universities to community colleges, and perhaps back again. Indicative of this phenomenon is that 1,690 of the students at Northhampton County Community College had taken prior coursework at a senior college. Research by Grafton and Roy in 1980 showed that university students who experienced academic difficulty did significantly better after attending a community college for a time. [36]

The issue of articulation then is of great importance to curriculum. Four year schools must be convinced of the quality of community college courses if they are to recruit students.

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[34] Arthur M. Cohen, Florence B. Brawer, The American Community College (New York: Jossey Bass, 1982), p.300-301.

[35] Ibid., p. 285-286.

[36] Ibid., p. 185-188.

One of the earliest rationals for student personnel services has been described as the institution's desire to regulate and even to repress student behavior. In subtle ways it is argued that such diverse areas as registration, counseling and student government activities have been orchestrated to foster established attitudes of the university hierarchy. [37] Recent literature, however, has taken a far more sympathetic perspective on student services. The Committee on Appraisal and Development of Junior College Student Personnel Programs listed twenty-one essential functions that should be provided if colleges were to meet their responsibility. The functions were classified in the following manner:

ORIENTATION

-Pre college information
-Student induction
-Group orientation
-Career information

APPRAISAL

-Personnel records
-Educational testing
-Applicant appraisal
-Health appraisal

CONSULTATION

-Student counseling
-Student advisement
-Applicant counseling

PARTICIPATION

-Co curricular activities
-Student self government

REGULATION

-Student registration
-Academic regulation
-Social regulation

SERVICE

-Financial Aid
-Placement

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[37] Ibid., p. 170.

ORGANIZATIONAL

-Program articulation
-In service education
-Program evaluation

At the core of student service is counseling and guidance. David Riesman in a 1981 article stressed the importance of counseling for community college students who often come from families with no tradition in college life. Riesman writes,

> People from traditional college going populations cannot realize the insecurity felt by students who may want to attend further school but who are terrified at the idea of going to college. These students may not realize that they have more choices than simply the closest community college. A branch campus a few miles away may offer programs better suited for them. It is also important to counsel these students while they are in community colleges about the possibilities of their going on to senior institutions.[38]

Serious problems began impacting counselors in the early 1970's. As Gay and others have noted, student personnel workers often profess themselves to be educators and to be interested in the whole student. The critics, however, accuse student personnel workers of being little more than housekeepers, and guardians of the status quo. From my own experience it seems apparant that until student personnel workers are required to have equal credentials with the faculty, and are afforded faculty rank, such negative perceptions will likely continue. This is not meant to imply that creative work is not being done. During the 1970's for example, student personnel workers spent a great deal of time devising programs designed to recruit and retain students. For example, Reedley College in California identified some

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[38]Ibid., p. 171.

students to receive special intensive counseling. Follow-up studies confirmed that these sessions were successful in keeping students in school. Many community colleges have distributed programmed instruction booklets to help students plan their coursework. While no uniformity exists for orientation procedures between community colleges, one vital ingredient affecting quality appears to be how much money is allocated to modernize the system. Progressive colleges often alter their procedures every few years to adapt to new situations as new technology becomes available.

Turning to extracurricular activities, community colleges have often been accussed of not doing enough. A recent survey at Johnson County Community College in Kansas claimed that while most students were aware of the numerous activities offered, few participated due to a professed lack of free time. The reasons for this lack of involvement are fairly obvious. Freshmen and sophomores generally lack the leadership skills required to organize effectively. Also, many students work at least on a part-time basis, while few if any actually live on or near campus. Many community college student personnel officials often are satisfied if 10% of the students participate in any single program. [39]

Although few urban community colleges have residence halls, many still exist in rural areas. In 1977, for example, all public senior colleges in Mississippi except one had some type of dormitory on campus.

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[39] Ibid., p. 175-177.

In 1980, authors Richardson and Leslie called for the construction of more dorms for community college students in an effort to enhance a more holistic approach to college life.[40]

During the 1970's, the area of financial aid grew into a most important component of student services. Federal and State loans administered through one of the following grants became vital to many community college students who could not otherwise afford higher education.

-Basic Educational Opportunity Grants

-Supplemental Educational Opportunity Grants

-National Direct Student Loans

-Guaranteed Student Loans

-College Work Study Loans

Many community college personnel have argued that the way most loan programs were arranged discriminated against community colleges due to restrictions. Illustrative of this criticism is the restriction of some federal programs that the recipients be enrolled at least half time, while over 40% of community college students registered for fewer than six credits per term. Other aid programs include prerequisites whereby students must have been enrolled for six months before applying or possess at least the equivalent of a high school diploma. Finally, the issue of program articulation has taken on new dimensions in recent years. Articulation can be defined as the movement of a particular student's credits from one school to another. It includes students going from high school to college, from two-year colleges to universities and vice versa, as well as dropouts, transfer students and those who

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[40]Ibid., p. 179.

regularly switch their majors.

In summary then the following concerns can be viewed as student service issues that community college personnel must confront in the coming years.

-While student services have expanded, student participation has remained stagnant. College personnel will find it increasingly difficult to defend increased budgets without increased student involvements.

-There appears to be some serious areas of discrimination against community colleges regarding financial aid appropriations.

-Student personnel workers do not have equal professional status with faculty or administrators. Tightening job requirements appears mandatory.[41]

The relationship between student services and curriculum development may appear abstract. In pragmatic terms, however, the emphasis a particular college places on these areas has a great deal to do with a college's self image, its priorities and what students and colleges can realistically expect from one another.

One of the most respected books on college and university governance is Riley and Baldridge's Governing Academic Organizations. The very first concept that the authors stress is that colleges are substantially different from other types of large complex organizations. They can best be described as organized anarchies. Further, the authors describe in detail several different types of decision making models which are most prevalent. The first of these is the bureaucratic model which contains the following elements:

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[41]Ibid., p. 188-190.

-Competence is the criterion for appointment.

-Officials are appointed, not elected.

-Salaries are fixed, rather than negotiated.

-Ones rank is important.

-The career is exclusive. Ideally no other work is done.

-The style of life for the institution's members centers on the institution.

-Security is insured through a tenure system.

-Personal and organizational property are completely seperate.[42]

An alternative model can be described as the collegial decision making model. This approach believes that academic decision making should not have the same type of stratified hierarchy present in the beauracratic system. Instead, there should be complete participation of the entire academic community on most issues. One of the leading proponents of this model, John Miller, writes,

> I do not believe that the concept of hierarchy is a realistic representation of the interpersonal relationships that exist within a college or university. Nor do I believe that a structure of hierarchy is a desirable prescription for the organization of a college or university. I would argue that there is another concept of organization just as valuable as a tool of analysis and even more useful as a generalized observation of group and interpersonal behavior. This is the concept of community. The concept of community presupposes an organization in which functions are differentiated and in which specialization is achieved not through a structure of superordination and subordination of persons and groups, but through a dynamic of consensus.[43]

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[42]Gary Riley, Victor Baldridge, Governing Academic Organizations (Berkeley, California: McCutchan Publishing Co., 1977), p. 10.

[43]Ibid., p. 11, 13.

While there are numerous advantages of the collegial model, the authors point out that the single most important disadvantage is the almost total inability of the collegial model to deal with conflict and crisis situations.

The final model to be discussed is the political model. This model operates on the following premises:

-Because policy making can be labeled as political, it is wrong to assume that everyone will be involved. For the most part, inactivity prevails.

-Even those who are involved tend to move in and out of the decision-making process. Decisions are, therefore, usually made by those who persist.

-Colleges and universities, like other social organizations, are usually fragmented by interest groups with conflicting objectives.

-Conflict is natural and desirable if an institution is to change.

-The pressure that groups exert restrict formal authority.

-External interest groups exert a strong influence over the policy-making process.

The primary disadvantage of the political model is its inability to function effectively in times of conflict and crisis.[44]

The type of decision-making model a community college utilizes will have a great deal to do with the type of curriculum offered. For example, the curriculum of a beauracratic organization will more than likely reflect the interest and prejudices of the hierarchy. Under the collegial models, however, courses will certainly reflect more accutely the attitudes of the faculty and students. In those colleges that practice a political model, the curriculum will naturally reflect the desires of the most effective interest group.

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[44]Ibid., p. 12-13.

One of the most recent and complex factors involving community colleges and their curriculum is the role of minorities and foreign students. Two-year colleges have been described as both a savior for Hispanic students as well as a trap. In 1980, 54% of Hispanic college students were attending two-year institutions, while only 36% of white students attended two-year schools.[45] Ralph Magallan, executive director of the Hispanic Higher Education Coalition states that while two-year schools often espouse progressive philosophies towards Hispanics, far too often these schools limit minorities due largely to poor advice while in high school. And in a two-year school, Magallan asserts, Hispanic students often remain confused about educational opportunities due to poor counseling. In support of Magallan, Robert E. Shepack, President of El Paso Community College states that while more Hispanics should attend four-year schools, they need not serve their first two years at community colleges. Angelica Hernandez, however, has found her community college experience most valuable. She states,

> In high school whites made me feel very low. I felt that at the university they would make me feel that I had to change, that that would be the only way I could get somewhere. The community college has put more pride in me. I'm encouraged not to change, but to also know I can make it in the white world.[46]

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[45] The Chronicle of Higher Education 28 (March 21, 1984):1.

[46] Ibid., p. 11.

Mr. Magallan states that the two most critical areas in need of reform are improved course transferability to four-year schools, and an improvement in community college curriculum. Specifically, Magallan calls for drastic improvement in language skills, math and science. [47]

While it is indeed important for community colleges to provide a flexible curriculum to attract and maintain minorities, great care need be taken to assure that a degree has merit, and that the community college has been a truly unique and challenging experience. To do less would be the worst type of tokenism, and would be of value to no one. Echoing this sentiment is Aaron Segal, professor of Political Science at the University of Texas at El Paso. Segal writes of the El Paso Community College,

> The campus is congenial, but not challenging for some Hispanic students because it is academically and culturally an overgrown high school. It offers Hispanics and the other 52 per cent of the students an education drastically inferior to that available at such schools as the University of New Mexico and the University of Texas at Austin. This second class education is being rationalized by the administration as being based on local needs and standards - a euphemism for 'inferior'. [48]

As an alternative model Dr. Segal proposes selective admissions policies, higher performance levels in lower division courses as a prerequisite for further study, and oral exams for all degree candidates. To continue along the current path, Segal asserts, will only serve to deny minorities an important opportunity that their grandparents had, that being the use of education as a means for social mobility. [49]

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[47] Ibid., p. 11.

[48] The Chronicle of Higher Education 28 (April 4, 1984): 34.

[49] Ibid., p. 34.

Any debate concerning curriculum matters necessarily becomes moot if needed financial resources are not forthcoming from traditional funding sources. There is, of course, no single formula of funding that can be viewed as inclusive. In addition, many states are currently reviewing their financing patterns and formulas as enrollment in community colleges confronts stagnant or even declining enrollment projections. This contrasts with the period between 1960 and 1970 when community college enrollment increased by a staggering 930% compared with a 220% increase for all of higher education.[50] Several dilemmas exist when addressing the matter of community college finances. First, a paucity of information exists due to the relative newness of the field. Further, reporting practices of the states differ significantly, and the two primary sources of data, the National Center for Education Statistics and the American Association of Community and Junior Colleges, utilize different cirteria and different parameters. In addition, the distribution of public two-year colleges is far from uniform. California, for example, has 107 community colleges serving over one million students. Four states, Illinois, Ohio, North Carolina and Texas have fifty or more. At the bottom is Deleware, Idaho, Louisianna, Montana Nevada, Rhode Island, South Dakota, Utah and Vermont with five or less public two-year schools. Viewed from a different perspective, 71

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[50]David W. Breneman, Susan C. Nelson, Financing Community Colleges An Economic Perspective (Washington, D.C.: The Brookings Institution, 1981), p. 1.

per cent of California's public higher education students attend a two-year public college. At the other extreme is the District of Columbia with 0%.[51]

One expert in community college finance writes that any analysis should begin with a precise understanding of the criteria to be applied. The writer states,

> In the mainstream of higher education, tradition helps to confer a presumed logic on existing finance methods and creates a broad understanding of the purpose of the institutions. However, as community colleges have extended their activities and their target populations beyond the sphere of conventional higher education, they have set themselves and questions related to their support apart from the mainstream. Little progress can be expected toward resolving the fundamental issues in financing community colleges until broad agreement exists about the purpose and functions of the two-year college.[52]

While the observer can make only generalized statements about community college financing, enough data currently exist to signify some trends. To begin with a look at federal involvement with community colleges shows that in the year 1974 community colleges received about $2.2 billion dollars of the $12.1 billion spent on higher education; almost all were part of student financial aid programs such as BEOG, (now called Pell Grants) and SEOG loans. Community colleges receive a great deal more revenue in student assistance loans than all other federal programs combined: $1.9 billion as opposed to $300 million. Following student aid, the next most vital government financing involves vocational education programs.

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[51] Ibid., p. 11.

[52] Ibid., p. 34.

When compared to all of higher education, 90% of all federal loans go to community colleges. [53] With the recent conservative pattern in the country, however, no assurance can be made regarding continued support.

As previously stated, the issue of equity in the distribution of student aid has often been raised. Lawrence Gladieux studied three campus-based programs to determine the equity of student aid distribution. The programs he investigated were the Supplemental Educational Opportunity Grants(SEOG), College Work Study (CWS) and the National Direct Student Loan Program (NDSL). His findings yielded the following conclusions,

-Community colleges seemed to receive a smaller share of SEOG and NDSL funds than student needs would seem to dictate.

-Many community colleges do not apply for funds either due to lack of knowledge or institutional inefficiency.

-Whatever problems exist are not due to the mechanisms by which aid is distributed.

The primary responsibility for the less than adequate funding according to the study, appears to be with the colleges themselves and not with the government's distribution procedures. [54] Following a detailed analysis of various funding formulas, Breneman and Nelson make the following observations regarding Washington's involvement with community colleges. First, not enough data exist to make blanket statements as to whether or not federal programs are underutilized by two-year colleges and their students. However, it appears likely

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[53] Ibid., p. 131-133.

[54] Ibid., p. 136.

that certain provisions of various programs negatively affect utilization. These provisions include: 1. The half of cost limitation in the Pell Grants; 2. The provisions in the BEOG Grant that views independent students (both with and without dependents) more rigourously than dependent students; 3. An often counterproductive system of institutional panel reviews on the allocation of institutional resources; 4. Provisions that only small amounts of aid be awarded to students enrolled in less than half time coursework. These problem areas, it must be noted, were confronted in the Education Amendments of 1980, and to a large extent the discriminatory provisions of the 1970's have been replaced by a more equitable system. Much of the progress made, however, was seriously eroded by the Reagan administration cutback in student aid programs particularly Pell Grant provisions. [55]

Aside from the 1957 reaction to Sputnik, Washington has paid scant attention to what areas of curriculum were most deserving of federal aid. It currently appears, however, that Reading, Science and Math will prove the greatest beneficiaries in the immediate future. I fear, however, that the entire issue of educational reform has become so politicised that after the election of 1984, we shall witness a quick return to business as usual.

Community colleges, of course, have historically been a state and local responsibility. Subsequently, the subsidization burden falls into the hands of local and state officials. Two general observations

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[55] Ibid., p. 158-159.

can be made at the outset. First, as in the case with federal funding, no single best plan of state funding exists given the great diversity across the country. Secondly, disputes over financing policies and procedures generally have more to do with confusion or disagreement over mission and priorities, rather than with technical procedures. In addition, no optimal finance plan can be recommended as community colleges themselves are so different. In many states,for example, community colleges are treated as an integral part of higher education with large transfer objectives, while in other states, they are nearly all technical and vocational institutions.[56] For the purpose of examination, the financing of community colleges has been categorized into three groups.

1. Market economy model
2. Planned economy model
3. Mixed models

Walter Garms evaluates each model against the following nine criteria. To Garms, any effective finance model should:

-Enhance rather than impede the ability of community colleges to serve those who have traditionally found access to higher education difficult.

-Enhance the ability of colleges to provide courses not provided by four-year schools.

-Enhance the ability of the college to serve its community.

-Help to preserve the health and independence of the private sector of higher education.

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[56]Ibid., p. 166-167.

-Help keep community colleges from expanding too quickly given limited resources.

-Help to prevent wasteful duplication among various levels of education.

-Help colleges manage their own affairs efficiently.

-Provide equity to students.

-Provide equity to taxpayers. [57]

To Garms, the market economy model represents the free market economy where colleges produce and sell a service, just as any other supplier does. The planned economy model is analogous to the economies of socialist countries, with full government funding, with little spending discretion awarded college administrators. The closest example of this model can be found in Connecticut, Florida, Georgia, Massachussetts, North Carolina, Alabama, Virginia and Washington. The mixed models Garms discusses include flat grants, percentage matching foundation programs, and power equilizing. Under percentage matching, the legislature provides a part of operating costs, with the balance coming from local taxes and tuition. Flat grants involve state payment of an established amount for each full-time student. Part-time students are converted into full-time equivalents. The foundation program specifies a minimum expenditure per student that the state will guarantee, as well as a minimum property tax rate and perhaps a tuition charge. Power equalizing varies this formula by guaranteeing that all districts receive the same amount per student for each mill levied. Therefore, expenditures per student are permitted to

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[57] Walter I. Garms, Financing Community Colleges (New York City: Columbia University Press, 1977), p. 113.

vary among districts in response to various community levels of support, but not in conjunction with differences in taxable property wealth.[58]

In summary, the following recommendations are among the most vital to the continued solvency of community colleges.

1. Remedial courses (Adult Basic Education) should be fully subsidized.
2. In states with high local tax support, the state formula for funding should have equalization provisions that cut down on the differences in allocated resources per student.
3. The Pell Grant limitations should be liberalized.
4. Finance formulas should consider differences in program costs.
5. Formulas predicated on fixed and variable costs should replace those that currently utilize average cost.
6. Formulas should reflect the fact that unit costs differ with college size.[59]

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[58] Breneman, Financing Community Colleges An Economic Perspective, p. 168.

[59] Ibid., p. 207-208.

CHAPTER IV

THE FUTURE

It appears that the historic methods of financing community colleges will require alteration in the next decade. With an almost certain increase in federal taxes, property owners will no longer be of a mind to approve continued tax increases. Also, state legislatures and the federal government faced with an enormous federal deficit can no longer be depended upon for even the continuation of support at previous levels. The primary issue goes back to the true mission of the institution. How the issue is resolved will almost surely dictate the future of community college curriculum. The most plausible scenerio may well be the one espoused by Edmund J. Gleazer, Jr. of the American Association of Community and Junior Colleges. In an article entitled "The Community College - What Is It, What Is It For, Gleazer writes,

> We and those who appropriate funds for the institutions would undoubtedly find it a decided relief to have a clean, precise and specific description of what the institutions are to do, but that cannot be done on a national level. Perhaps not even at the state level. And in the individual institution it must be a continuing process, not once and for all.[60]

While there is much to be said for a continually evolving dynamic institution, it appears to me that both taxpayers and policy makers are going to have to be convinced that future programs will be

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[60] Edmund J. Gleazer, Jr., The Community College: Values, Vision and Vitality (Washington, D.C.: American Association of Community and Junior Colleges, 1980), p.1.

cost efficient, and offer curriculum appropriate to the changing job market. I believe that the halcyon days of the cafeteria approach to education is drawing to an end. As an indicator that the business as usual approach is over, the following observation is offered. Perhaps the most critical area to be examined in the future is the area of educational performance in academic community colleges. The unfortunate data reveals that the number of students who actually complete a four year degree within two to five years is roughly only 10%. About 16% of two-year students ever earn a bachelors degree. Of those who attend four-year schools, however, the figure rises to 44%.[61] The implications reflect serious problems ahead for the institutions. To evoke past justifications and rationales will no longer suffice in the growing era of accountability.

It is fashionable these days among students of higher education to assert that the proper role of most community colleges is to involve itself in solving the urban problems of the communities in which they exist. To accomplish this, of course, community colleges must be equipped with appropriate research resources. In a recent study, where community college administrators were interviewed, demonstrated research proficiency ranked lowest on the list of what skills were most important in a potential faculty member. It appears obvious, therefore, that community colleges are not prepared to attack such complex issues as consumer economics, mass transportation or the administration of welfare services. The research capability that does exist

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[61] Ibid., p. 209.

is generally utilized for state and federal government compliance reports. Federal regulations were roughly 25,000 in 1974, and required 5,146 different types of reports in one year. It has been reported that Brevard Community College in Florida during one month was required to complete fifteen federal forms, thirty-one state reports, and nine reports for the county.[62]

Clearly then the time has now come for community colleges to say no to those special interests which attempt to delegate their responsibility to the community college. E.C. Wallenfeldt writes,

> The special interest responsible for many of the recent publications on higher education are themselves part of the new realities and conditions. These special interests have tended to interpret from their own particular perspectives what is in the "public interest" or what is best for "the people."[63]

In addition to attacking community problems, community colleges are also being urged to do more in the field of international education. This is an area I believe where colleges do not require additional resources, but merely the will to improve their level of performance. Currently, over one third of all degree seeking students in higher education attend community colleges. In a recent survey of 50 community college catalogs throughout the United States, it was found that in general community colleges offered very little in the way of international education. Students receiving degrees in such

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[62] E.C. Wallenfeldt, American Higher Education Servant of the People or Protector of Special Interests (Westport, Connecticut: Greenwood Press, 1983), p.176-177.

[63] Ibid., Introduction.

areas as business or nursing, will often receive no coursework involving international issues. A 1977 study concluded,

> Course offerings in international studies, even if defined broadly, seem random at best, with some colleges faring much better than others. Curricula depend on the individual background and proclivities of faculty members and not on a planned program ... If the international studies educational goal is to give a smattering of information to a few students, this is achieved by the present system.[64]

This is reason for optimism, however. Since 1975, an International Inter-Cultural Community College Consortium with over 80 members has been in existence. Its main objectives are to encourage international courses, as well as to recruit and assist foreign students. In addition, many relevant projects have been funded under Title VI. One of these is in Massachusetts, where all 15 public community colleges provide faculty training in developing curricular modules on international topics.[65] In addition, the number of foreign students in the United States has increased significantly. In 1960-61, the number was roughly 53,100, while by 1977-78 the number had soared to 250,000. It should be pointed out, however, that relative to the total student population, foreign student representation has remained at roughly 2%. This places the United States twenty-first regarding foreign student population. The leaders are Canada (16.9%), Switzerland (15.6%) and France (12.4%). The greatest increase, however,

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[64] Barbara B. Burn, Expanding the International Dimension of Higher Education (San Francisco: Jossey-Bass, 1980), p. 42.

[65] Ibid., p. 43.

has been in American community colleges. In 1970-71 foreign community college students were 10% of all foreign students. By 1975-76, that figure had risen to 15%. An important point, however, need be remembered. The foreign student population in the United States is not evenly distributed. Almost 50% are clustered at the major research universities.[66]

While in many respects community colleges are distinct entities, it would be a grievous error not to view them as an integral part of the American educational structure. The recent federal study, A Nation At Risk, cautions against the continued abrogation of responsibility and the expectation that education provide a panacea for all of our nation's ills.

> Educators are routinely called on to provide solutions to personal, social and political problems that the home and other institutions either will not or cannot resolve. We must understand that these demands on our schools and colleges often exact an educational cost as well as a financial one.[67]

Additional findings of the report include:

-Curricula has been homogenized, diluted and diffused to the point where they no longer have a central theme. The research shows that we now have a cafeteria approach in which the appetizers and desserts are mistaken for the main course.

-All higher education institutions should demand that their freshmen be proficient in math, science and a foreign language.

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[66] Ibid., p. 61.

[67] The National Commission on Excellence in Education, A Nation At Risk The Imperitive For Educational Reform (April, 1983), p.4.

-Other advanced societies are educationally far ahead of the United States.[68]

Another study by the Education Commission of the United States contends that among other needed reforms, colleges must reorganize their curriculums and raise their entrance requirements.[69] It is obvious from these and other objective studies that a serious crisis exists in American education.

From my own study of community colleges, I am convinced that serious reform is indeed required. Not only must community colleges adapt to a changing America, there is strong evidence to illustrate that the community college student population is undergoing a significant, long-term change. Traditionally, community colleges have offered higher education for disadvantaged, low-income families. With the ever increasing cost of four-year schools, however, a growing number of middle class students are attending community colleges, often squeezing out the poor and disadvantaged. In addition, the number of reverse transfer students is steadily increasing, as graduates of four-year schools who have not found employment, enroll in a community college to obtain vocational and occupational training. These students usually take classes in high technology, computer or allied health fields which lead to a two-year degree or a certificate.[70]

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[68] Ibid., p. 10.

[69] Education Commission of the United States, Action for Excellence - A Comprehensive Plan To Improve Our Nation's Schools (June, 1983), p. 11.

[70] The Chronicle of Higher Education 28 (April 11, 1984): 1, 22.

The implication of this trend is significant and perhaps revolutionary. In the area of nursing, for example, suppose that a department has one open slot and two applicants. One applicant has a baccalaureate, a flawless application form and conducts an impressive interview. The other applicant is 18 years old, a high school graduate with numerous mistakes on the application form and conducts a less than professional interview. Chances are strong that the more qualified applicant will be accepted. The data also reveals that between 1974 and 1982, the number of part-time students enrolled in credit programs increased 150%, while the number of students taking non-credit courses has increased 200%. Robert G. Templin, Jr., Dean of Instruction at Piedmont Virginia Community College suggests that, "The majority of these people are middle aged, middle class, white students seeking a job-related skill, personal satisfaction or solutions to like problems." [71] While this is certainly a positive step, policy makers will increasingly be compelled to make difficult choices regarding recruitment, marketing and curriculum matters.

With all of the conflicting pressures impacting community colleges, any type of prediction is necessarily a risky endeavor, given the many contradictions offered by current data. The most interesting question to me is what will community college curriculum look like in the next few decades. It appears that with the present conservative trends in the nation, curriculums will rarely venture into new, bizarre areas of

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[71] Ibid., p. 22.

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study. Rather, emphasis will be placed upon those bread and butter issues, designed for the new high tech job market. It is also likely that the reverse transfer trend will continue possibly resulting in more challenging students for community college faculty. Also, increased pressure for community colleges to raise academic performance levels will be exerted by four-year public institutions, wary of providing remedial instruction to students they must by law accept. With the increased emphasis on occupational education, occupational faculty will grow both in size and prestige. Hopefully, better academic and career counseling will take place, with a far more effective articulation system in place between high schools and community colleges, so that vocational students can avoid duplicating educational experiences. [72]

While I support all of the afore-mentioned reforms, little evidence appears in the literature to reassure me that liberal education faces anything other than a continuing bleak future. The trend for more student freedom of choice regarding course selection is likely to continue. In most colleges today, students rarely take any more liberal arts courses than is required for graduation. The literature suggests no reason why this trend should reverse itself in the forseeable future, either in community colleges or any other institutions of learning.

Remedial and developmental education have probably reached their apex of community college priorities.

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[72] Monroe, Profile of the Community College, p. 387-388.

The ability of community colleges to prepare these students to enter high level career or college transfer programs has unfortunately been largely unsuccessful. In addition, faculty which has never embraced remediation, will likely exert even greater authority as collective bargaining agreements increase across the country.

Almost certainly, the most significant development in the future will be the continued increase in service to the adult population. In efforts to renew various licences, upgrade their job status or to make effective utilization of increasing leisure time, adults will turn to community colleges. Currently in Ohio, two community colleges have been awarded millions in state aid to build job retraining faculties particularly in older industrial cities with high unemployment. Policy makers are beginning to realize that most of those laid off will never be called back to work in outmoded factories. For many of these people, community colleges could provide hope in providing new and marketable skills. Finally, community colleges will likely become more innovative and courageous in adopting unconventional practices as independent study, credit by examination, and credit for like experience.[73] Only those programs of proven quality,however, will be retained.

As evidenced by the complexity and uncertainties confronting community colleges, the future direction is not at all assured. The only thing we do know is that it promises to prove an exciting and challenging place to be as our country struggles to make educational excellence more than the media and political buzzword of an election year. In the final analysis, the concluding statement of

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[73]Ibid., p. 389-390.

David Breneman and Susan Nelson, which warn against generalized responses for all community colleges, need be reconsidered. Noting the great diversity, the authors write,

> We expect community colleges to respond to the uncertainty and challenges ahead in diverse ways depending upon which direction appears most suited to each institution's particular circumstances. Community college leaders must draw upon the unique strengths of their own institution as they seek to resolve the inevitable dilemma posed by changing missions and restrictive financing.[74]

It is the area of financing where reform is likely to be most immediate. Currently, many public community colleges are establishing non-profit foundations to seek funds from private sources. Explaining this recent phenomenon, George Rodda Jr., chairman of the Board of Trustees for the Coast Community College District in California writes,

> During the 1960's and early 1970's, funding mechanisms dumped money into the community colleges as America's outstanding egalitarian organization. Today, if you do not have a foundation, you will not have enough money to fulfill the role of the community college, whatever it is.[75]

Roughly 700 of the nation's 1,064 community colleges currently have some type of non-profit foundations. Typically, the average assets amount to less than $25,000, with 25 schools having $1 million or more in total assets. The question of who should control the appropriation of these funds has become somewhat controversial.

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[74] Breneman, Nelson, Financing Community Colleges An Economic Perspective, p. 215.

[75] The Chronicle of Higher Education 28 (April 18, 1984): 1.

Harvey Sharron, Jr., Dean for Development and Florida's Santa Fe Community College is of the belief that foundation directors be staffed only with members who have access to money, and who possess experience in handling money for others. He further states the foundations board of directors have no faculty members, no students and should not be concerned with appointing Blacks, Indians, women or mothers. To Sharron, foundation members should possess near total autonomy, and must not be restricted by customary institutional restraints.[76] Since the funds will originate from private sources, great discretion will be afforded college officials regarding the utilization of these funds. With generally conservative members serving on the Board, it will be interesting to observe whether or not this new found power will be manipulated in such a manner as to erode much of the progress made in recent decades.

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[76] Ibid., p. 14.

I declare that the material presented to Columbia Pacific University is my own work, or fully and specifically acknowledged wherever ideas have been adapted from other sources. I understand that if at any time it is shown that I have significantly misrepresented materials presented to the University, any degree or credit based on that material may be revoked.

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September 20, 1984

Date

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